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ABSTRACT

This activity is one of a series of 17 teacher-developed instructional activities for geography at the secondary-grade level described in SO 009 140. This activity is a report or case study which looks at the implications, problems, and reactions to a regional comprehensive plan to regulate growth patterns in a 15,000 square-mile area of Toronto, Ontario. In May 1970 the Ontario government, drawing on the results of joint citizen and government studies, issued its Design for Development: The Toronto-Centered Region. The report lists the design's five development principles and 12 regional goals which are the basic guidelines for all government decisions concerning the region. The report then goes on to list the existing trends and development problems in the Toronto area which, if not altered, will impede the attainment of the design's principles and goals. Specific recommendations made by the Ontario government to attain the design's objectives and to counter the trends and development problems are then outlined. Five maps are included with the report. (Author/DB)

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INSTRUCTIONAL ACTIVITIES SERIES

IA/S-3

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REGIONAL PLANNING: FOCUS ON THE TORONTO-CENTERED PLAN:

IMPLICATIONS AND REACTIONS

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This activity will develop the multiple ways in which various concerned groups might react to such a regional plan when presented by a political body legally able to implement its concepts. The implications, reactions, and problems of regional plans are the central themes.

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Tokyo: Pollution, congestion;
Detroit: Prejudice, tension, as also
New York, Chicago, Los Angeles, and more;
Toronto: Is it an exception?

Urban expansion: Will it ever stop?
Should speculation, slums and sprawl occur at all?
More leisure, more affluence,
But is there open space for all?

In approaching the Pandora box of environmental quality one asks "why is it that society wants all the benefits before it has discovered most of the consequences?" Similarly, one ponders, "is environmental quality only an afterthought of environmental destruction?"

It seems that major super cities (the metropolitan and megalopolitan spaces) by their sheer population densities and numbers create most of the environmental problems. Therefore, the answer may be either to plan properly for super cities, or to develop a dispersed network (or, system) of smaller cities. Either solution will require a planning body, and political power (legislation) structure to insure conformity to the plan.

In Ontario, overall planning control rests with the Provincial government. The private sector, and local municipal government are controlled by the Ontario Municipal Board, a division of the Provincial government; whereas, all governmental departments and agencies themselves are responsible to the Ontario Cabinet.

For several years it has been recognized academically that urban growth in Southern Ontario, if not controlled, would culminate in a

megalopolitan belt extending from Windsor-Sarnia on the west, to Montreal (P. Que.) on the east. This belt is itself part of the larger Chicago-Detroit-Montreal complex.

The main area of concern within the southern Ontario urban corridor is the space within a 90-mile arc of Metro Toronto, commonly referred to by urban geographers as the Mississauga conurbation (Map No. 1). It is this area which has been the focus of many governmental and private sector reports. The result of this may be the creation of a new political method of governmental problem solving; an integrated, as opposed to a single factor, approach. In short, a regional, or comprehensive planning approach; compared to a one-purpose approach such as sewage treatment, or highway development.

Definite steps were taken toward the integrated approach when the Ontario Government in December, 1962, created the Metropolitan Toronto and Region Transportation Study (MTARTS). Three major reports were issued by this group. Volume 2, Choices for a Growing Region, proposed several alternative growth patterns for the 3,200 square mile study area. Consequently public and private briefs were requested so that an acceptable regional plan could be developed. From this it was decided that the study area should be enlarged and renamed the Toronto-Centred Region. This new area encompasses 8,600 square miles in the prime impact area, while the interaction area comes to about 15,000 square miles (Map No. 2).

In May, 1970, the Ontario Government, through the Regional Development Branch of the Department of Treasury and Economics, issued its Design for Development: The Toronto-Centred Region. The findings of this report are to be basic guidelines in all government decisions concerning the Toronto-Centred region. The major objectives of this development concept are to encourage a more even distribution of people in Ontario, to improve the quality of life for the inhabitants, and to use better the natural environment.

The study established five development principles, and 12 regional goals, which, if implemented, could counter the existing trends, and allow the objectives to be attained. These principles and goals are simply listed here.

1. Linearity, or the alignment of urban places along a series of relatively straight paths; thus taking maximum advantage of parallel routes for transportation and service.
2. Functional efficiency, or the seeking of a best set of political, economic, and social relationships for all urban and rural places.
3. Decentralization, which emphasizes two aspects:
 - a. the importance of metropolitan centre influence, and
 - b. a logical distribution of urban places within a metropolitan region, with special attention to the encouragement of smaller centres functionally tied to the region beyond easy commuter distance to the centre.
4. Space conservation, with stress on adequate open space and recreational requirements measured on a per capital basis.

5. Natural resource conservation, or the careful use of land, water and air.

Regional Development Goals

1. To facilitate the achievement of the Region's economic potential, consistent with the overall provincial interest and development.
2. To preserve the unique attributes of the regional landscape.
3. To minimize the urban use of productive agricultural land.
4. To minimize the pollution of water, and air.
5. To facilitate and maintain a pattern of identifiable communities.
6. To provide best possible accessibility for the movement of people and goods.
7. To provide essential transportation, water and sewer facilities at minimum cost consistent with overall benefit.
8. To maximize opportunities for using specialized services and facilities.
9. To develop in a manner consistent with the needs arising from long-term population trends, particularly in
 - a. scale of growth
 - b. anticipated changes in household size
 - c. composition of the dwelling types and the density of settlement, and
 - d. age distribution
10. To develop in a manner consistent with emerging and probable future technological innovations (i.e. to facilitate, adjust to, and receive the benefits of such possibilities).
11. To develop in a manner consistent with the needs arising from social changes resulting from economic, and technological developments, e.g. changing patterns in the use of leisure time.
12. To develop the Region in a manner that provides flexibility.

These principles and goals will not likely be attained if the existing trends and development problems are not altered. The major trends within the region are:

1. The high rate of population growth. In 1966, the region contained 3.6 million people (or, 52 per cent of the Provincial total). This number is expected to increase to 8 million by the year 2000.
2. Most of this growth is occurring in the region's core (Metropolitan Toronto). However, radial suburban growth and infilling is occurring along the key transportation routes with a pronounced westward movement being noted. Thus, growth to the north, and east is occurring more moderately.
3. The increase in income, leisure time, and mobility are expected to continue and compound the existing problems.

Major Development Problems

1. Within Metropolitan Toronto:
Congestion, pollution, inadequate housing coupled with deteriorating core areas, a need for more outdoor recreational space, and improved access to the hinterland are paramount.
2. Within the region:
Sprawl and urban shadow (10 to 25 acre lot-sized subdivision),

are destroying much agricultural and recreational land, and producing inefficient and expensive transportation and service facilities, plus higher educational costs; accessible water bodies are being ringed with summer cottages removing prime recreational land from public use; adequate sewage and water facilities are lacking in much of the area; and there is inadequate use of natural resources.

3. Beyond the Toronto-Centred Region:

The northern and eastern portions of Ontario are receiving less growth stimulus, and linkages between these areas and the Toronto-Centred Region are weakening. This will reduce the sense of provincial identity.

To attain the fundamental objectives and to counter the existing trends and development problems of the Region the "Design for Development" divided the Toronto-Centred Region into three divisions (or zones):

Zone 1 - the lakeshore urbanized area; Zone 2 - the Commutershed; and Zone 3 - the peripheral area (Map No. 3). For each of these zones, specific recommendations have been proposed.

Recommendations for Zone 1 (Map No. 4).

1. A policy of decentralization (of people, and industry) will be instituted reducing the present percentage of the regional population from 76 percent in 1966 (2.7 million) to 72 percent (5.7 million) by the year 2000.

By this time, it is proposed that 3.1 million people (or 55% of Zone 1) will live in Metropolitan Toronto, and its northern fringe; 1.8 million (or 32%) will be to the west; and 750,000 to the east (13%). The greatest percentage change will occur in the east of Metro.

2. A system of local, sub-regional, and regional cities will be developed providing a wide choice in urban environmental situations. These cities will be arranged in two linear patterns (or tiers) parallel to the Lake Ontario shoreline. The southern tier (closest to the lake) will be larger in population than the more northern. Emphasis on development here will be in the decade of 1970-80. The upper tier will receive emphasis after 1980.
3. The two tiers of cities will be separated by a Parkway Belt, a multi-purpose system composed of open space (planned outdoor recreational areas), and a multitude of services ranging from sewer and water, to energy and transportation. The emphasis in transportation will be away from automobile-oriented, toward a more balanced transit system.

Recommendations for Zone 2 (Map No. 5).

1. Growth will be limited. A moderate increase will occur from 160,000 in 1966 to 300,000 by 2000. However, the percentage of regional population will decrease from 4.5 per cent to 3.7 per

cent. Within this zone the provision of sewer and water facilities is expensive and is a detriment to intensive settlement.

2. The land use emphasis will be on conservation, recreation, open space, and agriculture.
3. The growth that occurs in Zone 2 will be within existing centres (i.e. Orangeville, Bolton), or along the Yonge St. axis extending northward from Metro to Barrie.

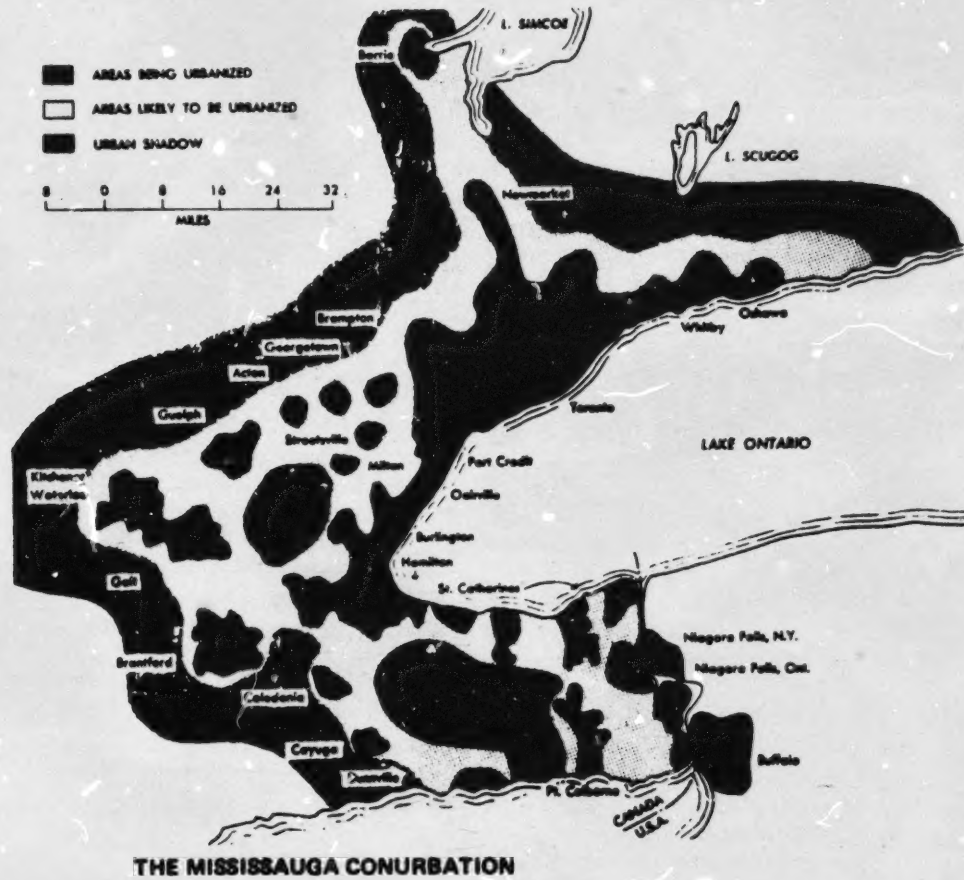
Recommendations for Zone 3 (Map No. 5).

1. The growth in population be stimulated, especially in the northern and eastern portions. The regional percentage should increase from 20 per cent in 1966 (or 7000,000) to 25 per cent in the year 2000 (or 2 million). The existing cities of Barrie and Midland (in the northern portion) will receive emphasis in the 1970's, whereas, Port Hope and Cobourg (the eastern section) will receive emphasis after 1980.
2. Within the western portion the two problem areas of (a) the Kitchener-Guelph conurbation and Brantford-Paris will receive further study to determine their roles in the Toronto-Centred Region.

Recommendation Common to all Zones:

1. Adequate open space be developed utilizing not only the parkway belt but also river valleys, ravines, and unique physical features such as are found within the Niagara Escarpment, Georgian Bay Shoreline, Lake Simcoe, and the Kawartha Lake.
2. The whole region and beyond will be linked with a transportation system reflecting the latest technology, and yet operating efficiently and economically. It is recognized that a new international airport could have an immense influence on the Toronto-Centred region. Thus, the site selected should not conflict with the objectives of this Development Concept.

In short, this report is only the first of a series which, when taken together, will have a profound influence on the lives of the people of Ontario.



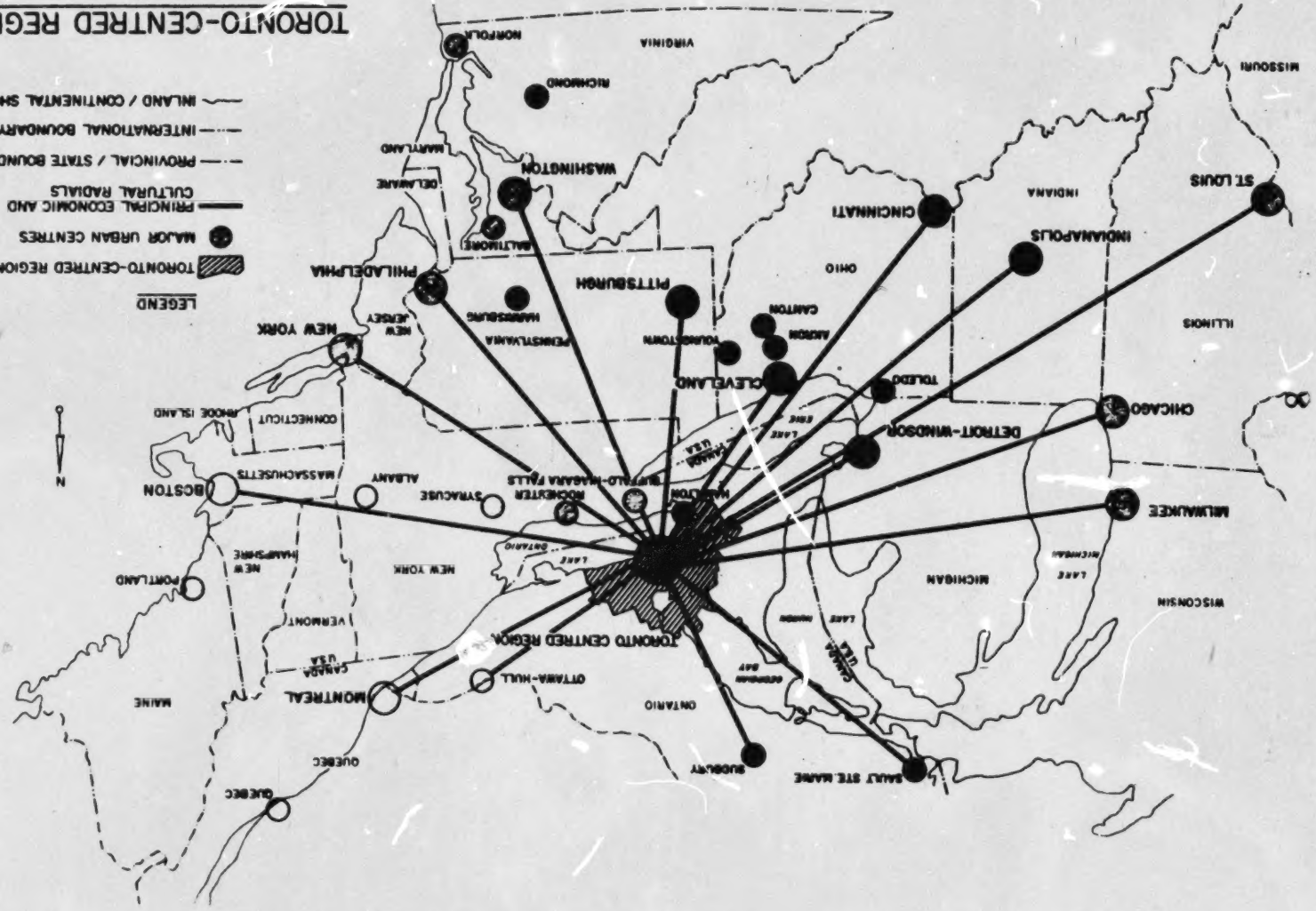
Map No. 1

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MAP No. 2
NORTHEAST NORTH AMERICA CONTEXT 5

TORONTO-CENTRED REGION

- LEGEND
- MAJOR URBAN CENTRES
 - TORONTO-CENTRED REGION
 - PRINCIPAL ECONOMIC AND CULTURAL RADIALS
 - PROVINCIAL / STATE BOUNDARIES
 - INTERNATIONAL BOUNDARY
 - INLAND / CONTINENTAL SHORELINES



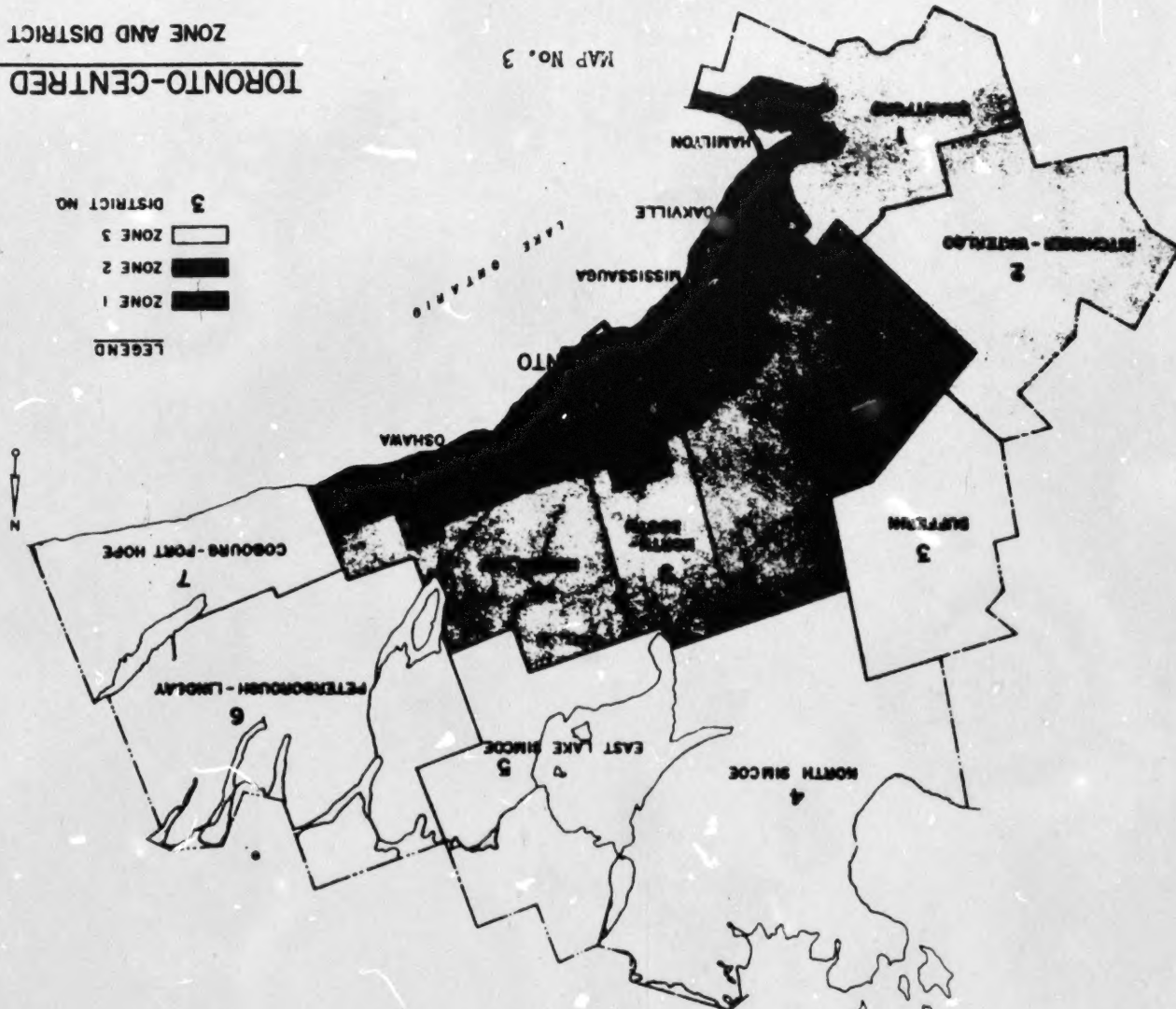
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TORONTO-CENTRED REGION ZONE AND DISTRICT MAP

0

0 5 10 MILES

LEGEND
ZONE 1
ZONE 2
ZONE 3
DISTRICT NO.



MAP No. 3

MAP No. 4

PLATE 5

SCALE 1 2 3 4 5 6 7 8 9 10 MILES

TORONTO-CENTRED REGION DEVELOPMENT CONCEPT FOR ZONE I

